JOBS & PROSPERITY

ACHIEVEMENTS

- Taking advantage of the district's proximity of Exeter
- Estimated 748 jobs created since 2014
- 540 new enterprises since 2011
- Redevelopment of Market Walk
- Low Town Centre vacancies
- Diverse range of enterprises
- Youth unemployment at record lows
- Established Local Development Order
- High employment levels

CHALLENGES

- Low wage & productivity economy
- High travelling costs (rail & bus)
- Online retail pressures on town centres
- Loss of business sites to other uses
- Low job density
- Limited delivery of new retail floor space
- High infrastructure costs of new employment sites
- Lack of employment delivery on allocated sites
- Real-term decreases in wages over last 10 years
- Above average aging population and workforce

INVESTING IN PROSPERITY

Employment

4.1 Over recent years much emphasis has been placed on a growth agenda at government level, the most recent of which has been the *UK Industrial Strategy White Paper*[19]. Key policies have been put forward to address the long tail of lower productivity firms and agree local industrial strategies that build on local strengths and deliver on economic opportunities.

4.2 Locally, Teignbridge has a higher rate of gross value added (GVA) per head (£18,583 at 2016)[20] compared to neighbouring areas (apart from Exeter) but remains well below the national average of £27,108. In sectoral terms, the highest GVA for Teignbridge is recorded for manufacturing and construction.

4.3 The Teignbridge economy in terms of enterprises is relatively diverse with the 'agriculture, forestry & fishing' and 'professional, scientific & technical' sectors taking particular prominence.

4.4 Importantly, the number of enterprises in Teignbridge has been consistently growing since the low in 2011 of less than 5000 enterprises to 5540 in 2016[21].

4.5 88% of these are micro enterprises (0-9 employees) counting for 4895 enterprises. Only 10 can be taken as large enterprises (of 250+ employees) at the other end of the spectrum. There are a number of common requirements to help local micro-businesses better able to grow, these include an adequate supply of small workspace, usually up to about 150 square metres at a reasonable rental cost, strong broadband connectivity and market proximity.

4.6 Whilst unemployment levels are low at 3.9%[22], this can create a shortage of workers and skills needed for businesses to expand. The existing industry we do have in Teignbridge is generally dominated by low value, low productivity jobs. The average wage for Teignbridge residents is higher than the average wage for those working in the district, one implication is that many Teignbridge residents are commuting outside the district for better paid jobs.

Low levels of unemployment

4.7 70% of jobs will be in sectors of the economy that fall

outside the traditional employment land categories, such as retail, leisure and tourism or through existing firms taking on staff, working from home and through the re-use or intensification of existing buildings[23]. There is every prospect that the trend will continue during the Local Plan Review period up to 2040.

4.8 The current Local Plan has sought to address this through policies covering the local economy and range from the strategic position of setting out land supply for business, general industry and storage/distribution, through to specific sector requirements of tourist accommodation and attractions that reflect the position of the district in an established holiday area of the south-west region.

Employment Space Delivery & Distribution

4.9 The Greater Exeter Strategic Plan will focus on the allocation and delivery of strategic employment sites which best suit the needs and priorities of the plan's vision and aims. These sites will stand in addition to existing employment allocations in the Local Plan and any further employment requirements up to 2040.

4.10 The Greater Exeter Economic Needs Assessment[24] will establish the wider employment space requirements in the GESP area and appropriate distribution at District level. This will provide the evidence for updated employment requirements.

4.11 Local Plan policy S3: Land for business, general industry and storage and distribution, establishes the current district requirement for B1, B2 and B8 employment provision up to 2033. It sets out a requirement to allocate sufficient land for about 3 hectares of business, industrial and warehousing sites per year with a total requirement to allocate for 75.7 hectares.

4.12 It seeks to create about 300 jobs per year in these sectors and ensure a continual deliverable supply of employment land of 15 hectares per year as part of a five year rolling supply.

4.13 This policy also sets out the approximate distribution of such development around the district as follows in Figure 19.

Figure 19: Employment Development Local Plan Distribution

Focus for Employment development	Distribution targets in local plan
Heart of Teignbridge (Newton Abbot, Kingskerswell & Kingsteignton)	60% +
South West Exeter	5%
Dawlish	3%
Bovey Tracey	3%
Chudleigh	3%

4.14 The plan does not make specific proposals for employment development in defined villages or countryside but does include supportive and permissive policies for appropriate employment provision in rural areas which is brought forward by the market.

4.15 An assessment of the success of this policy is however judged to be slow from April 2013. The Local Plan allocated fourteen employment sites with their progress noted in Figure 20.

4.16 Therefore, no land has been developed for employment purposes on the site allocations. It should be noted that the Local Plan is currently only 4 years old and employment space can take longer from allocation to delivery than other forms of development.

4.17 A number of reasons for the under delivery are noted in the draft Employment Land Delivery Review including:

- High cost of highways and access improvements compared to returns
- Remediation costs associated with previously developed sites
- Lack of investment in utility connections
- Lower land values than residential

4.18 Potential solutions to poor employment land delivery are multi-faceted and go beyond what a local plan can do alone. The emerging Teignbridge Economic

Figure 20: Progress of Local Plan Employment Allocations

Sites	Progress
5 Allocated sites- 4.1ha	Outline permission
2 Allocated sites- 13 ha	Full planning permission
2 Allocated sites- 2 ha	Pending Outline determination
5 Allocated sites- 20.9ha	No interest so far
A further employment site which adjoins the Peamore allocation (SWE2) at West Exe Park for about 15ha now has outline permission for B1, B2 & B8 uses to provide 47,000 sq m gross floor space.	
Between 2013-2018 there has been no development for employment purposes on allocated sites in the Local Plan.	

Delivery Plan[26] seeks to identify and address some of these barriers and the Local Plan Review would like to explore how it can contribute to the increased delivery of employment floorspace and generate additional and higher paid jobs.

4.19 A significant proportion of existing employment allocations are strategic in nature i.e. over 10 hectares. Larger sites can require significant investment before any development can take place and jobs are created. This existing supply of strategic employment sites in the Local Plan will be supplemented by additional strategic sites through the GESP, either in our district or neighbouring districts.

4.20 With an increasing population and an increasing need for job creation, alongside a 7 year extension to the plan period, additional employment land will be required, whilst addressing barriers to the delivery of existing sites. However further allocations of large employment sites would not provide for the required balance in site sizes to meet the varied needs of existing and future businesses.

4.21 There is an opportunity to explore whether smaller employment sites could potentially deliver a greater variety of opportunities for micro-business, start-ups and small to medium sized enterprises to grow and develop and increase the rate of site delivery and job creation.

Question 17:
What minimum site size is considered appropriate to aid delivery of employment units suitable for small to medium sized enterprises, start-ups and micro-businesses?

4.22 Local Authorities directly delivering employment units can be a successful solution to meeting the demand for new employment floorspace without burdening enterprise with upfront delivery costs or relying on a small pool of developers of employment land. This could particularly benefit micro-businesses which currently dominate the make-up of District enterprises. Direct delivery can provide additional revenue to the Council but such provision comes at a significant upfront cost through land purchase but also in the provision of buildings and infrastructure costs. The development of Estuary Court, Broadmeadow in Teignmouth is a recent example of the Council involved in directly delivering employment floorspace.

4.23 Such an option is not for the Local Plan alone and requires the co-operation of many departments of the Council, members, landowners, developers and stakeholders. However the Local Plan Review would like to support such innovative approaches which could also fulfil a corporate aim and seeks views on how this might be achieved.

Question 18:
How can the Local Plan Review support potential projects involving the Council and/or its partners directly delivering employment floorspace?

Best Use of Existing Employment Sites

4.24 Business Development policy (EC1) sets out a focus on traditional B1, B2 and B8 use development within settlements. This position has maintained a realistic approach to future delivery of sites that matches the plan's strategy, however new business development schemes have still been slow coming forward.

4.25 As the nature of employment generating uses continues to evolve there is a case for considering a widening out of the definition to allow for other uses. It was for example shown previously (in Employment Land Review for Teignbridge Local Plan) that about 70% of jobs will be in sectors of the economy that fall outside the traditional employment land categories. There is every prospect that the trend will continue during the Local Plan Review period up to 2040.

4.26 The Local Plan Review seeks to maximise the opportunities for employment generation whilst maintaining an adequate supply of traditional B1, B2 and B8 employment land. Whilst ensuring the integrity of the employment role of our industrial estates and business parks continues into the future.

Question 19:
What other uses (other than B1, B2 and B8) should be supported on our industrial estates and business parks?

4.27 It is not uncommon for workers on our business parks and industrial estates to drive to local retail and food outlets during the working day. This could be more sustainably provided within the local area, reducing car use, enlivening areas and making current parks and estates more attractive, vibrant places to work.

Question 20a:
Should the local plan support the creation of small-scale (under 280 square metres) retail and food outlets within existing business parks and industrial estates?

Question 20b:
Should these be restricted to only those which directly support and serve those businesses on the park or estate?

Loss of Employment Sites

4.28 The loss of our existing employment sites continues to be a pressing issue in the early years of the plan period, (up to March 2017) with a total of at least 16,021 square metres[27] developed for other purposes, the most frequent being for residential uses. This loss has predominately been as a result of permitted development rights which enable the conversion of some types of employment space without requiring compliance with Local Plan policies.

4.29 Impacts of this existing loss are compounded by:
- an increasing population which need local jobs to avoid commuting outside the District,

- a high demand for small workspaces from growing enterprises, particularly micro businesses,
- high initial infrastructure costs,
- lower returns to developers from employment floorspace delivery than residential , and
- a resulting lack of new employment floorspace delivery.

4.30 Therefore the retention of our existing employment sites to provide employment opportunities to our growing population is vital as new sites are difficult to develop and lost sites hard to replace.

4.31 Local Plan policy EC2 seeks to maintain the use of existing employment sites unless the existing use is causing a significant problem which cannot be resolved without relocation or the proposed replacement use has significant benefits which outweigh the loss.

4.32 There is potential to update and strengthen this policy further by providing some clarifying text to express a requirement to demonstrate one or all of the following:

1. The significant benefits of a proposed replacement to include a greater level of employment job opportunities than its replacement. This would seek to avoid the reduction of potential job opportunities from our industrial and business units.

2. That the site has been adequately marketed for its existing use for a specified period of time and at a reasonable rate. This would ensure that only the most commercially unattractive sites would be lost to alternative uses.

Question 21a:
Should the Local Plan Review seek to further restrict the loss of employment sites?

Question 21b:
Which option or combination of options presented above or alternative solution would best ensure the range of employment sites are retained?


SHOE REPAIR
KEY CUTTING
WATCH REPAIR
Salvation Army
NO CYCLING
WHSmith
Warehouse

TOWN CENTRES

GOING TO TOWN

4.33 National Policy defines a town centre as an area defined on the policies map predominantly occupied by Main Town Centre Uses including a Primary Shopping Area. They should be vibrant, vital and sustainable locations for development, particularly retail provision but importantly also for employment, housing, leisure and accessible services throughout the day and into the evening.

4.34 Main Town Centre uses include: retail development, cinemas, bars and pubs, restaurants, nightclubs, fitness centres, bowling and bingo halls, offices, arts, culture and tourism development.

4.35 A full definition is provided in *Annex2 of the draft National Planning Policy Framework.*

4.36 Local Plan policy S13: Town Centres defines the role and hierarchy of town centres in the district as follows:

- Newton Abbot is the strategic town centre within the district, where the majority of activity and development is to be expected;
- Dawlish & Teignmouth are significant town centres providing a supporting role and giving access to residents in the coastal area to higher level town centre provision;
- Bovey Tracey & Chudleigh are locally important town centres where more local needs are met in these smaller towns.

4.37 This hierarchy of town centres is not proposed to be amended as part of the Local Plan Review, unless evidence indicates a change in their role.

New Retail Needs

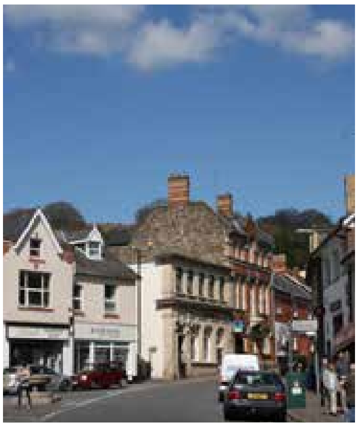
4.38 Local Plan policy S13 currently establishes a net comparison additional floor space requirement of:

- Newton Abbot around 11,000 square metres net
- Teignmouth around 1,000 square metres net

4.39 These current requirements have been accommodated in the Local Plan through:

- Policy TE4 allocates the Brunswick Street/ Northumberland Place area in Teignmouth for a mixed use development, including 1,000 square metres

of either comparison goods retail or commercial floorspace. This area also benefits from a Local Development Order.
- Policy NA9: allocates the Markets area in Newton Abbot for 11,000 square metres net comparison goods floorspace, along with residential, leisure, commercial floorspace and car parking provision. The Market Walk redevelopment has been approved and will commence shortly. This redevelopment will contribute to the aims of policy NA9.



4.40 Work is currently underway on a town centre masterplan that will propose ideas for enhancement and development of Newton Abbot Town Centre. This plan, which is focussed on reviving the core area of the town centre by strengthening the retail/night time economy and improving the connection between town centre spaces, will contribute to delivery of policies NA8, NA9, NA10 and NA12.

4.41 **The Greater Exeter Retail Study will define the role of town centres and identify additional comparison and convenience retail needs across the plan area up to 2040, taking into account existing and proposed retail provision. The requirements which apply to Teignbridge will be presented in the Draft Local Plan Review.**

Ensuring Vibrant Town Centres

4.42 National policy seeks the Local Plan to promote the long term vitality and viability of our town centres to support a diverse retail offer and customer choice with a suitable mix of uses which reflects their distinctive character.

4.43 This is currently achieved by two central planning mechanisms;

- Defining a Town Centre boundary
- Managing the mix of uses and level of active shop fronts

Town Centre Boundaries

4.44 National policy requires town centres boundaries to be kept under review to ensure there are a range of suitable sites to meet the needs for retail, leisure, office and other main town centre uses.

4.45 The boundaries of our five town centres have been examined to explore whether they still appropriately reflect the concentration of main town centre uses and are wide enough to meet future needs.

4.46 A review of the existing diversity of uses is monitored through the annual Town Centre Health Checks and reported through the Annual Monitoring Report. The variety of uses for each town centre is identified in appendix 1.

4.47 Dawlish and Teignmouth both have proposed revisions to their Town Centre boundaries which can be viewed in appendix 1d and appendix 1e respectively.

4.48 The boundary revision in Teignmouth Town Centre has excluded Powderham & Bath Terraces, a section of Carlton Place and The Den because these areas lack a retail focus and are predominately residential or recreational in their use and character.

4.49 The boundary revision in Dawlish Town Centre has excluded the southern side of High Street, Albert Street, Town Tree Hill and Brook Street. These areas lack a retail focus and are predominately residential in their use and character.

4.50 Newton Abbot, Bovey Tracey and Chudleigh Town Centre boundaries are considered appropriate to reflect a good mix of uses to serve the wider town, reflect their role in the hierarchy and provide a range of suitable sites to meet future needs. These town centre boundaries have not been amended.

Question 22:
Are the town centre boundaries in the best location or are there other areas which should be included or excluded, and why?

Please see boundaries in appendix 1.

Managing the mix of uses and level of active shop fronts

4.51 A vital and vibrant town centre is one with a variety in mix of uses which meet a range of needs but serves as the retail core and focus for the town. They should be active places both in the day and evening.

TOWN CENTRES

4.52 The mix of uses within our town centres is managed through the application of primary and secondary shopping frontages and accompanying policies EC7 and EC8.

4.53 Primary shopping frontages illustrate areas important to maintaining the central function of core retail areas. Policy EC7 reflects these by restricting the mix of uses to at least 70% of A1 retail use and restricting the level of non-active shop fronts.

4.54 Secondary shopping frontages illustrates areas with a greater range of uses which are complementary to the vitality of the Town Centre. Policy EC8 reflects this by seeking to maintain 30% of the mix of uses to be of A1 retail with the complementary town centre uses making up the remaining 70%.

4.55 The Council review the health of our town centres on an annual basis through an assessment of retail occupiers, vacancy rates and footfall which directly informs the *Annual Monitoring Report.*

4.56 The latest health check in 2017 identified that non-retail uses in some streets of our town centres are exceeding Local Plan policy limits as presented in Figure 21.

4.57 The limits set out in Local Plan policies EC7 and EC8 are historic limits considered to maintain a significant proportion of retail provision and are common to many Local Plans.

4.58 However the way we shop is changing quickly, lowering high street footfall and increasing pressure on high street retailer profits. The way we use town centres is also changing with an increased focus on leisure oriented trips in addition to shopping, such as going for a meal or coffee with a friend before shopping or visiting the cinema followed by drinks at a nearby bar.

4.59 The generic historic limits for non-retail uses in current local plan policy have been exceeded in some areas and do not reflect the distinctive characteristics and role of our town centres.

4.60 The Local Plan Review will commission a bespoke

Figure 21: Town Centre Frontages which breach the limits in local plan policies EC7 & EC8

Primary Frontages that DO NOT meet Local Plan Policy EC7 (At least 70% of ground floor units are in active A1 usage)		**% of A1 retail less than 70%**
Newton Abbot	Bank Street	40.00% (6 units)
	Courtenay Street	67.30% (33 units)
	Queen Street	61.50% (32 units)
	Wolborough Street	53.30% (8 units)
Teignmouth	Wellington Street	68.18% (15 units)
Secondary Frontages that DO NOT meet Local Plan Policy EC8 (At least 30% in A1 use; at least 70% in active use; and no more that 6 adjoining properties are in non-active use)		**% of A1 retail less than 30%**
Bovey Tracey	Town Hall Place	0% (0 units)
Dawlish	King Street	20.00% (1 unit)
	Piermont Place	25.00% (3 units)
Teignmouth	Den Crescent	0% (0 units)

Teignbridge Town Centre study to establish the best mix of town centre uses and identify which locations in town centres would be most appropriate for a particular diversity of uses. Depending on the findings of the study there are considered to be a number of potential options to explore which are identified below:

A. Re-adjustment of the extent of primary and secondary frontages

4.61 The percentage of A1 retail to be retained has been breached in some of the existing frontages. The current approach could be maintained with both a change in the percentage of uses allowed in the frontages or an adjustment to the area of frontage covered by policies EC7 and EC8.

B. The establishment of a primary shopping area

4.62 The District's Town Centres do not currently have a defined primary shopping area and currently rely on Primary and Secondary Frontage Areas to determine the range of and mix of uses within particular parts of the Town Centre.

4.63 The application of Primary Shopping Areas provides the opportunity to tailor a policy through the Local Plan Review which seeks to focus retail provision (A1) within a tightly defined core retail area. This would enable a greater variety and mix of town centres uses which fall outside of A1 retail elsewhere in the Town Centre.

C. Tailoring retail policy to individual Town Centres

4.64 A bespoke retail study will seek to identify what the best range and mix of main town centres would be for each of our Town Centres. This may reveal that a different mix of uses are appropriate for different types of Town Centres. For example, Dawlish and Teignmouth Town Centres may be more suitable for a greater concentration of cafes and restaurants, reflecting their costal location and tourism role in the District.

4.65 This may lead to the tailoring of policies to meet the specific needs, role and function of our individual town centres, as opposed to a blanket district-wide approach in the current Local Plan.

D. Remove restrictions for Main Town Centre Uses

4.66 Main Town Centre uses which do not form A1 retail use are currently permitted within existing town centre boundaries. These are restricted to a high degree within primary shopping frontages and to a lesser degree within secondary shopping frontages. An option available could be to remove these restrictions enabling the full range of main town centre uses to be located anywhere in the town centre boundary, including primary and secondary frontages (without the existing % limits). This could have the advantage of diversifying the mix, and range of uses within the Town Centre through a market-led approach, where the market determines the best locations for various Town Centre uses. It may present the risk that areas of the Town Centre which currently have a retail core and focus could have this role eroded by uses which have little or no relationship to retail provision.

Question 23:
Which of the above options or combination of options would be your preference to ensure our Town Centres remain the heart of our Urban Area and Towns?

Please give reasons